

5.050

SYN. NO. 63

AGN.NO. \_\_\_\_\_

MOTION BY SUPERVISOR ZEV YAROSLAVSKY

April 8, 1997

Under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, approximately 300,000 people in Los Angeles County who receive Aid for Families with Dependent Children (AFDC) benefits will have to find permanent jobs within a specified period of time or lose their assistance. The County will seek to train many of these AFDC recipients for the work force through the Greater Avenues of Independence (GAIN) program. GAIN participants are given training and are able to find jobs in a variety of occupations including, but not limited to: manufacturing, general office and clerical positions, food service, education, transportation, health care, construction trades, building and grounds maintenance, as well as security services.

Many of the occupations for which GAIN participants are trained are utilized in the delivery of County services. Some of these services are delivered directly by County employees, but many others are delivered through Proposition A contracts with private sector companies. The private firms that hold these contracts should do their

APR 8 1997

<i>Y/B</i>	<b>MOTION</b>
Molina	<u><i>Adopt</i></u>
Burke	_____
Knabe	_____
<del>Antonovich</del>	_____
Yaroslavsky	_____



share to provide jobs for welfare recipients who participate in GAIN. If welfare reform is going to work, the private sector must participate in joint public-private efforts to employ welfare recipients.

I, THEREFORE MOVE that the Chief Administrative Officer (CAO) be instructed to report back to the Board of Supervisors in 45 days with a plan which evaluates the feasibility of methods to encourage companies which contract with the County to participate in GAIN through training and/or hiring of welfare recipients. As part of this effort, the CAO should establish criteria and thresholds of participation for the types of companies and contractors which could participate in the hiring of welfare recipients through GAIN.

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MINUTES OF THE BOARD OF SUPERVISORS  
COUNTY OF LOS ANGELES, STATE OF CALIFORNIA

Joanne Sturges, Executive Officer  
Clerk of the Board of Supervisors  
383 Kenneth Hahn Hall of Administration  
Los Angeles, California 90012

Chief Administrative Officer

At its meeting held April 8, 1997, the Board took the following action:

63

The following item was called up for consideration:

The Chief Administrative Officer's recommendation to approve response to the 1996-97 recommendations of the Grand Jury, Social Services Committee, pertaining to the Greater Avenues for Independence (GAIN) program administered by the Department of Public Social Services; instruct the Executive Officer of the Board of Supervisors to transmit copies of the report to the Grand Jury upon approval by the Board and to place a copy of the report on file with the Superior Court.

Supervisor Yaroslavsky made the following statement:

"Under the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, approximately 300,000 people in Los Angeles County who receive Aid to Families with Dependent Children (AFDC) benefits will have to find permanent jobs within a specified period of time or lose their assistance. The County will seek to train many of these AFDC recipients for the work force through the Greater Avenues for Independence (GAIN) program. GAIN participants are given training and are able to find jobs in a variety of occupations including, but not limited to: manufacturing, general office and clerical positions, food service, education transportation, health care, construction trades, building and grounds maintenance, as well as security services.

(Continued on Page 2)



Syn. 63 (Continued)

"Many of the occupations for which GAIN participants are trained are utilized in the delivery of County services. Some of these services are delivered directly by County employees, but many others are delivered through Proposition A contracts with private sector companies. The private firms that hold these contracts should do their share to provide jobs for welfare recipients who participate in GAIN. If welfare reform is going to work, the private sector must participate in joint public-private efforts to employ welfare recipients."

Therefore, on motion of Supervisor Yaroslavsky, seconded by Supervisor Burke, unanimously carried (Supervisor Antonovich being absent), the Board took the following actions:

- a. Adopted the Chief Administrative Officer's attached recommendations; and
- b. Instructed the Chief Administrative Officer to report back to the Board within 45 days with a plan which evaluates the feasibility of methods to encourage companies who contract with the County to participate in the Greater Avenues for Independence (GAIN) program through training and/or hiring of welfare recipients; and as part of this effort, establish criteria and thresholds of participation for the types of companies and contractors which participate in the hiring of welfare recipients through GAIN.

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Attachment

Copies distributed:

Each Supervisor  
County Counsel  
Director of Personnel  
Director of Public Social Services  
Executive Officer/Clerk  
of the Superior Court  
Foreman, Los Angeles County Grand Jury





DAVID E. JANSSEN  
Chief Administrative Officer

## County of Los Angeles CHIEF ADMINISTRATIVE OFFICE

713 KENNETH HAHN HALL OF ADMINISTRATION • LOS ANGELES, CALIFORNIA 90012  
(213) 974-1101

April 8, 1997

The Honorable Board of Supervisors  
County of Los Angeles  
383 Kenneth Hahn Hall of Administration  
500 West Temple Street  
Los Angeles, CA 90012

Dear Supervisors:

### RESPONSE TO THE 1996-97 GRAND JURY FINAL REPORT-SOCIAL SERVICES COMMITTEE (3 VOTES)

#### IT IS RECOMMENDED THAT YOUR BOARD:

1. Approve the response to the 1996-97 recommendations of the Grand Jury, Social Services Committee, pertaining to the Greater Avenues for Independence (GAIN) program administered by the Department of Social Services.
2. Instruct the Executive Officer of the Board of Supervisors to transmit copies of this report to the Grand Jury upon approval by the Board of Supervisors.
3. Instruct the Executive Officer of the Board of Supervisors to place a copy of this report on file with the Superior Court.

#### PURPOSE OF RECOMMENDED ACTION:

Section 933(c) of the California Penal Code establishes that, after the Grand Jury submits a final report, the county board of supervisors shall comment on the findings and recommendations of the Grand Jury which pertain to county government matters under control of the board.

#### JUSTIFICATION:

In accordance with the California Penal Code, Attachment "A" reflects the response received from the Department of Public Social Services regarding the 1996-97 County of Los Angeles Grand Jury, Social Services Committee, Final Report.

Board of Supervisors

GLORIA MOLINA  
First District

YVONNE BRATHWAITE BURKE  
Second District

ZEV YAROSLAVSKY  
Third District

DON KNABE  
Fourth District

MICHAEL D. ANTONOVICH  
Fifth District



The Honorable Board of Supervisors  
April 8, 1997  
Page 2

**FISCAL IMPACT:**

There is no direct fiscal impact related to the recommendations.

**FINANCING:**

Not applicable.

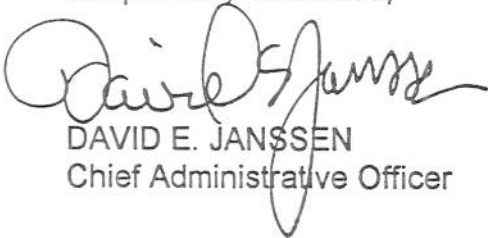
**FACTS AND PROVISIONS/LEGAL REQUIREMENTS:**

Not applicable.

**IMPACT ON CURRENT SERVICES (OR PROJECTS):**

Not applicable.

Respectfully submitted,



DAVID E. JANSSEN  
Chief Administrative Officer

DEJ:LMJ  
JS:vyg5

Attachments

c: County Counsel  
Executive Officer, Board of Supervisors  
Auditor-Controller  
Grand Jury  
Executive Officer, Clerk of the Superior Court  
Director, Department of Public Social Services





LYNN W. BAYER  
DIRECTOR

COUNTY OF LOS ANGELES  
DEPARTMENT OF PUBLIC SOCIAL SERVICES

12860 CROSSROADS PARKWAY SOUTH, CITY OF INDUSTRY, CALIFORNIA 91746 / TEL (310) 908-8400

March 18, 1997

Chief Administrative Office  
Finance & Operations Branch  
500 W. Temple St.  
Los Angeles, California 90012

Attn: Laura Jessee  
Assistant Administrative Officer

Dear Ms. Jessee:

**FY 1996-97 GRAND JURY FINAL REPORT**

Attached is my Department's response to the recommendations contained in the Grand Jury's Final Report on the GAIN Program Review (Attachment I and II).

I want to take this opportunity to thank the Grand Jury for acknowledging the efforts of the GAIN staff and the measured success of the GAIN Program in placement of welfare recipients in Los Angeles County. I also appreciate the opportunity to express our comments and concerns. The report gives the impression that GAIN has an equal basic education or job club emphasis. I am providing comments and suggested revisions to the report content (Attachments III through V).

Should your staff have any questions, they may contact Tony Vargas at (562) 908-8515.

Very truly yours,

*Lynn W. Bayer*  
LYNN W. BAYER, DIRECTOR

LWB:ol

Attachments



LOS ANGELES COUNTY GRAND JURY 1996-97 FINAL REPORT  
DPSS' GAIN PROGRAM  
RESPONSE TO RECOMMENDATIONS

RECOMMENDATION #1

The Board of Supervisors and other County officials should urge the Governor of California and the California Department of Public Social Services to secure funding from the Temporary Aid to Needy Families (TANF) block grant from the federal government to Los Angeles County to provide and assure an adequate budget for an expanded GAIN program.

RESPONSE

We agree with the recommendation. As Los Angeles County would require an estimated \$316 million annual increase in its GAIN program to serve all able-bodied adults whose families currently receive AFDC, DPSS will continue to lobby for additional funding for an expanded GAIN program .

The FY 1996-97 GAIN program budget anticipates a proposed statewide augmentation of \$60 million for county GAIN programs. This is in addition to the \$28 million statewide augmentation for GAIN earlier this year. Los Angeles County's total GAIN allocation will increase to \$90 million with the second augmentation.

DPSS' FY 1997-98 Initial Budget Request (IBR) assumes a GAIN State allocation of \$116.7 million to maintain the staffing level of the GAIN program expansion. This will require an increase in funding from the Governor and legislature.

RECOMMENDATION #2

The Board of Supervisors and other County officials should urge the California Department of Public Social Services to continue funding for expansion of the Job Clubs in the GAIN program with Regional Directors designing format for expanded Job Clubs.

RESPONSE

We agree with the recommendation. DPSS is expanding job clubs with the additional GAIN allocation. Beginning in April, 1997, AFDC applicants at their first point of contact with our welfare offices will be offered job services as well as support services such as transportation and child care to help them quickly transition to self-sufficiency. This expansion is referred to as "GAP".

DPSS contracts with the Los Angeles County Office of Education (COE) for job services, including Job Club, for the GAIN program. The FY 1997-98 IBR includes a \$4.5 million increase in the COE Job Services Contract in order to maintain the contract service level for the GAIN expansion.



### RECOMMENDATION #3

The Grand Jury recommends LEADER time line be maintained and implemented as a reliable tracking system.

### RESPONSE

We agree with the recommendation. Los Angeles County is on target with the LEADER time line with complete implementation projected in May 1999. LEADER will track and calculate the reported earnings of AFDC recipients. The GAIN program is supported by a separate computer system, GEARS (GAIN Employment and Activity Reporting System), which will interface with LEADER. GEARS currently does track and report on GAIN participants who become employed. GAIN employment tracking and reporting will be modified based on new welfare-to-work regulations.

### RECOMMENDATION #4

The Los Angeles County Director of the Department of Public Social Services provide for an independent private enterprise to monitor the established tracking system of participants in the GAIN program. Accountability would assure the successful implementation of GAIN. The MDRC audit is an example of an independent tracking system.

### RESPONSE

We agree with the intent of the recommendation. MDRC is currently under contract with DPSS to provide tracking and study of the GAIN participant population until FY 1999-2000.

DPSS' GEARS computer system used for GAIN participant tracking, reporting, payment, and interface with GAIN contractors, allows the Department to accurately track participants in the GAIN program. LEADER will also include a large tracking component that via interface with state systems will enable DPSS to track individuals across county and state lines.

### RECOMMENDATION #5

The Los Angeles County Department of Public Social Services develop the GAIN program for franchise as a model program for welfare-to-work programs in other states.

### RESPONSE

We agree with the recommendation. The MDRC study report released in February 1997 (Attachment II), provides key lessons from Los Angeles County for other states, particularly large urban areas, that wish to shift to a work first program model.



**EMBARGOED UNTIL FEBRUARY 26, 1997**

The contents of this report are not for quotation, publication, or distribution until February 26, 1997. Stories may be published or broadcast on that date.

**Changing to a Work First Strategy:  
Lessons from Los Angeles County's  
GAIN Program for Welfare Recipients**

Evan Weissman

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**MDRC**

**Manpower Demonstration Research Corporation**  
3 Park Avenue, New York, NY 10016  
88 Kearny Street, Suite 1800, San Francisco, CA 94108



## EXECUTIVE SUMMARY

In recent years, policymakers and the public alike have put increasing emphasis on moving welfare recipients into employment. By placing time limits on federally funded welfare receipt and creating demanding work requirements, the 1996 federal welfare reform legislation magnified the urgency of states' efforts to move recipients quickly into jobs. Large urban areas face a dual challenge in implementing successful welfare-to-work programs: First, there is no proven effective model for full-scale welfare-to-work programs in the nation's largest central cities; second, institutional change in a large welfare department may be much more difficult than in a smaller agency.

This report explores how one of the nation's largest urban areas—Los Angeles County—made a radical shift in the way it operated the Greater Avenues for Independence (GAIN) program. GAIN is California's name for the federal Job Opportunities and Basic Skills Training (JOBS) Program, which offered employment and training services for recipients of Aid to Families with Dependent Children (AFDC). In the Personal Responsibility and Work Opportunity Reconciliation Act of 1996, JOBS and AFDC were consolidated under the Temporary Assistance for Needy Families (TANF) block grant. Between 1993 and 1995, Los Angeles County shifted its welfare-to-work program from one that emphasized basic education—Adult Basic Education, preparation for the GED (high school equivalency test), high school diploma courses, and classes in English as a Second Language—to one focused on speedy entry into the workforce. The new program is called Jobs-First GAIN, and it offers lessons to other programs around the nation that are also looking for ways to shift to an emphasis on quick entry into work.<sup>1</sup>

### *The Importance of Los Angeles's Experience*

At a conference several years ago, the chief administrator of a large JOBS program was heard telling the director of Riverside County, California's, respected welfare department that she admired his accomplishments and would love to shift to a similar employment-focused welfare program model. But, she added, such a change was simply not feasible in a big city like hers, with many conflicting perspectives and interests. Los Angeles County faced such perceived obstacles in 1993 when it began to shift its program.

Prior evaluations have addressed the challenges and lessons of shifting to an employment-focused program, but these studies have mainly been in small- to medium-sized localities.<sup>2</sup> Los Angeles County GAIN represents a special case because of its large scale. Los Angeles County is the most populous in the nation, with nearly 10 million people spread over

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<sup>1</sup> The data for this report come primarily from multiple visits to the Los Angeles GAIN program in late 1995 and early 1996, including structured interviews, observation of program activities, and conversations with GAIN participants and program staff. (The scope of the field research is detailed in Appendix A of the report.) Data on the GAIN program as it existed prior to the shift to a work first focus come largely from MDRC's six-county GAIN evaluation.

<sup>2</sup> See, for example, Pavetti and Duke, 1995; Mead, 1995; Bardach, 1993; and Riverside County Department of Public Social Services, 1994.



programs, Los Angeles GAIN had a strong emphasis on *basic* education. Some other education programs focus on post-secondary education or vocational training, and may include direct links between education and the job market. In contrast to education-focused models is the quick job entry model, which is based on the view that even a low wage job is a positive first step and that job advancement will come from the experience of working. This second approach is often referred to as a "work first" model. Riverside County GAIN had this employment philosophy and goal, but also offered a significant amount of basic education, though less than in any other county's GAIN program studied in the six-county GAIN evaluation.<sup>4</sup>

While many factors—such as the local labor market, welfare caseload demographics, and the availability of employment and training services outside of the program—may influence a welfare-to-work program's ability to produce impacts, a program's approach regarding an employment versus an education focus is a major factor in determining its success in achieving its goals. Based on findings from prior studies of welfare-to-work programs, and especially the finding that Riverside's employment-focused program had the largest earnings and AFDC impacts of any previously studied large-scale program, Los Angeles GAIN administrators decided to adopt and adapt the work first model.

**The work first program model.** There is no definitive model for a work first program; rather, there are a number of best practices that have been identified in the field, and various options or trade-offs that may be made in implementing the program. Work first programs all share the overall philosophy that quick job entry is the best path toward moving from welfare to employment. They also typically share many of the following characteristics: a pervasive message to participants that employment is both the goal and the expectation of the program; job search as the first activity for most or all participants; job development with an active link to the employer community; some short-term education, training, or work experience, followed by or in combination with additional job search; a commitment of adequate resources to serve the full mandatory population; enforcement of the participation mandate; and an outcome-focused and cost-conscious management style.<sup>5</sup>

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<sup>4</sup>As part of the evaluation of the JOBS program being conducted by MDRC, these two program models are now being compared "head to head" in three sites, including Riverside County. Early findings indicate that the work first model that was implemented in the three sites led to an increase in the employment and earnings of welfare recipients, relative to members of a control group, in the first two years after their program entry. It also led to a decrease in AFDC payments for those referred to the program compared to those in the control group. The education-focused model, as a result of the up-front time spent in education activities, did not lead to employment or earnings impacts in the first year, but did begin to show earnings gains in the second year after program entry. The education approach did lead to AFDC reductions in the first two years, though these savings were not as large as those seen in the work first model. Longer-term follow-up will show whether the impacts will increase, and will indicate which program model has the largest impacts over a period of four to five years. See Hamilton et al., forthcoming. For early findings from this evaluation, see Freedman and Friedlander, 1995.

<sup>5</sup>For more information on work first programs, see Amy Brown, *Work First: How to Implement an Employment-Focused Approach to Welfare Reform* (New York: MDRC, 1997), a step-by-step guide to implementing work first programs, based on best practices from work first programs around the nation.



play a role. And research indicates that large urban welfare-to-work programs have had very limited effectiveness in the past, making Los Angeles's efforts particularly challenging.

This question will be addressed in future reports from MDRC's evaluation, which uses a random assignment design to estimate the *impacts* of the Los Angeles Jobs-First GAIN program on welfare recipients' employment—that is, changes in their earnings and welfare receipt *over and above* what would have occurred in the absence of the program. While those results are not yet available, operational data from Los Angeles GAIN administrators show that the number of jobs reported for GAIN participants has increased dramatically in the past few years—from 4,000 or 5,000 per year under the old program to over 30,000 per year under the new one. This is encouraging, but not conclusive. Placement gains may reflect improvements in the economy, changes in the types of recipients who are served by GAIN, or simply more thorough reporting and tracking of job placements. In particular, it is not clear from these kinds of data how many program participants would have found employment without the help of the Jobs-First GAIN program. Future reports from the MDRC evaluation will directly address that question.

### *Key Lessons from Los Angeles*

The Los Angeles program's experience with its shift to a work first model offers numerous lessons for other counties and cities, particularly large urban areas, that wish to make a similar change. Los Angeles has demonstrated that institutional change within a welfare department is possible in a large urban area, and that a single department or division can effect major change, not only in the programs it administers but also, via a ripple effect, in other agencies and in the community. This experience suggests that while the special challenges faced by urban areas must be considered in program planning, these challenges do not preclude the successful implementation of a work first program model.

Some of the key lessons that may be gleaned from the experience of shifting to a work first program in Los Angeles are summarized below.

### **General Lessons**

- To implement a work first program successfully, a large-scale urban program must ensure that all the major partners embrace the work first philosophy and share the same goals and expectations for the program. Los Angeles's ability to make the shift was facilitated by the fact that the program's senior management team was committed to the work first approach, and by the fact that management was able to consolidate administrative functions—such as contracting—and exercise direct control over the thrust and philosophy of the program.
- The shift to a work first program can be made independently of major welfare reform or other changes. Los Angeles County was able to shift to the Jobs-First program from within the GAIN division of its welfare department, and did so prior to the 1996 federal welfare law. All the same, there were limits to what GAIN alone could accomplish. In particular, the



providers to select the recipients they would enroll, GAIN ensured that providers could not limit services to those who were most likely to find employment on their own. Also, by measuring and placing value on job retention, administrators indicated to staff that the program would not be considered a success if the majority of recipients who found work quickly lost their jobs.

- Program administrators must ensure that staff understand and support the new quick employment goal of the program. By communicating the new Jobs-First program's goal and philosophy to staff via memos, an all-staff conference, and other means, Los Angeles GAIN administrators were able to foster a rapid change in the mind set and actions of staff.
- Participants need to clearly and repeatedly hear the work first message before they can understand and react positively to it. GAIN staff found that they needed to present the work first message often to ensure that participants understood the new goal of the program. To do so, staff at all agencies providing services needed to communicate well with one another. When they did not—especially when they were located at different offices or worked for different agencies—participants occasionally received mixed messages about the goal of the program and what they were expected to accomplish in the short and long term. This experience shows that all-staff conferences and other meetings between GAIN and provider staff can help staff to improve their communications with one another and, as a result, can clarify and strengthen the message that is presented to participants.
- When staff are able to ensure that recipients *understand* and *receive* benefits and transitional services once they begin working, participants are more likely to accept the work first message. Staff in Los Angeles often found it difficult to explain California's "Work Pays" and other welfare rules, which allow people to continue to receive welfare and transitional services when they take low-paying jobs. They also often found it difficult to ensure that working participants received these benefits. When these benefits were well understood and used, recipients and staff alike were more likely to be supportive and accepting of the work first message.
- Changes in the message presented at income maintenance (the welfare office) may strengthen—but are not a precondition for—a work first program. Los Angeles GAIN administrators did not originally expect or attempt to make concurrent changes at the income maintenance offices. However, they soon realized that changes at income maintenance could help make the Jobs-First GAIN program more effective and might help move welfare recipients who were not in GAIN into employment. For example, income maintenance staff can strengthen the quick employment message and encourage welfare recipients to find work by telling them about the goal of GAIN, by promoting the benefits and transitional services that are available to



### *Conclusion*

The findings presented in this report show that a fundamental shift to a work first program can be achieved, even in a large urban area and even in a program that works with long-term welfare recipients. The lessons from Los Angeles County can provide guidance to administrators and staff in other states and localities around the nation that are currently contemplating or actually making a similar change in their welfare-to-work programs.



*Los Angeles County*

**Grand Jury 1996-1997**

Early Release - 1

Social Services Committee

Final Report

January 1997



## GAIN Program Should Be Funded as High Priority in Plans to Implement New Welfare-to-Work Law

In light of the Federal welfare reform legislation approved by President Clinton in August of 1996, the Grand Jury felt the urgent necessity of releasing an early Final Report on its investigation of the Greater Avenues for Independence (GAIN) program in Los Angeles County. This proved model of putting Aid to Families with Dependent Children (AFDC) participants to work is exemplary and should be actively considered for incorporation in the County plans for implementation of the new welfare-to-work legislation. The AFDC programs are replaced with the Temporary Assistance for Needy Families (TANF) block grant to states under the new federal law. The early submission of the State Plan, October 9, 1996, to the federal government resulted in a net savings of approximately \$195 million in the 1996-97 fiscal year for California. The redesign of welfare is a daily-changing landscape in both the state and Los Angeles County. To move the current number of AFDC recipients from welfare to work is a monumental task for Los Angeles County.

The GAIN Program was enacted in California on September 26, 1985, to help AFDC recipients to become self-supporting. Over 34,000 AFDC recipients are in the program which is operated by the Department of Public Social Services (DPSS), in 58 counties. The Social Services Committee of the Los Angeles County Grand Jury has observed two working regions in the Los Angeles County GAIN

program; Region IV (Central) and Region II (San Fernando Valley). During our visit to Region II, we were particularly impressed by the dedicated staff in their belief, encouragement and compassion for the Job Club participants seeking assistance and their desire to get off welfare. *(Job Club is a GAIN activity conducted under contract by the Los Angeles County Office of Education. It consists of job search workshops where GAIN participants learn job finding skills. It includes access to phone banks, job orders and direct references to employers.)* ~~Help~~ with ongoing support and encouragement by GAIN staff are crucial elements to this program and its participants.

GAIN was augmented by Congress' passage of the Family Support Act of 1988. Since 1993, the Los Angeles County DPSS has been restructuring its GAIN program by ~~adopting~~ <sup>adapting</sup> the key management and program practices and strategies which are used by Riverside County and other effective welfare-to-work programs across the country. In doing so, Los Angeles GAIN has made the transition from an education-focused to an employment-focused GAIN program. The motto: ~~"First- A Job, A Better Job, and Then A Career,"~~ sums up this strategy very well (see Los Angeles County GAIN Program Model attached). GAIN provides a range of services designed to assist AFDC recipients in a transition from welfare dependence to employment. It is



important to note that Los Angeles County has ~~40%~~ of the state's ~~welfare~~ caseload.   
over one-third AFDC

See  
Attachment  
IV

A key feature of GAIN, which distinguishes it from most other welfare-to-work and JOBS programs, is the way it uses educational and basic skills levels to sort registrants into one of two service streams: Those who do not have a high school diploma, or a General Educational Development certificate (GED), or fail to achieve predetermined scores on both parts of math and reading test or are not proficient in English are deemed by GAIN to be "in need of basic education." These individuals can choose to attend a basic education class, Adult Basic Education (ABE), GED preparation or English as a Second Language (ESL) instruction — or a job search activity first, but if they choose job search and fail to obtain employment, they must then enter basic education.

State law requires that 55% of GAIN funds be expended for services to the following federal "target" groups:

- Individuals who have been on aid for any 36 months out of the past five years, or,
- Parents under age 24 who; (1) do not have a high school diploma/equivalent and are not in school; or (2) have not worked full time for at least three months in a row during the past year, earning at least the current minimum wage, or,
- Individuals who are members of a family in which the youngest aided child is 16 or older (DPSS "Fact Sheet" 1995).

~~In the second service stream, the participants judged "not in need of basic education" usually must participate in job search first. A third category exists for participants already enrolled in education and training programs~~

The Grand Jury

when they enter GAIN may continue in those activities if the activities meet certain criteria (e.g., they must prepare participants for occupations in need of workers in the local labor market) and participants must be able to complete the training within two years after enrolling in GAIN. ~~Participants in any of these three sequences who do not find employment after completing their initial activities undergo an employability assessment designed to help them choose their next activity (e.g., skills, training, vocationally oriented post secondary education, on-the-job training, or unpaid work experience).~~ Any GAIN participant, who without "good cause" fails to participate in GAIN's orientation and services may incur a "sanction" (i.e., a reduction of the welfare grant).

In 1994, Los Angeles County GAIN program requested the Manpower Demonstration Research Corporation to evaluate the effects of GAIN and determine whether adopting successful strategies lead to increased program impacts in a large urban area. Since implementation in November 1988, and up to and including May 31, 1996, ~~GAIN has accomplished the following for its 34,200 participants:~~

- 6,100 of the registrants were in the process of completing their initial orientation/appraisal.
- 1,800 registrants have been assigned to a research study control group and do not receive GAIN services.
- 7,000 registrants are temporarily deferred from participation subsequent to their appraisal, typically for part-time employment, enrollment in other outside training programs, temporary illness, or a family crisis.

See  
Attachment  
IV



See  
Attachment  
IV

- 11,600 participants are assigned to a GAIN activity (i.e., training, education, job services, vocational assessment or work experience). The largest number of these (5,500, or 48%) are assigned to Job Services.
- 7,700 registrants are involved in the non-compliance process for failure to comply with program requirements (ultimately subject to financial sanctions).

~~Since implementation in November of 1988, GAIN has accomplished the following:~~

76,000

- ~~7,600~~ participants have entered employment.

- 22,800 participants have successfully completed education and training programs.

In May 1996, there were

- 34,200 participants ~~are currently~~ <sup>enrolled</sup> in GAIN.

- The final report of the MDRC has shown through its three-year study that GAIN can be cost-effective. It can benefit welfare recipients and taxpayers, and point to strategies for increasing program effectiveness.

- GAIN can change the basic character of welfare to make it much more work focused, and in doing so get people jobs, reduce welfare costs, and save taxpayers money.

One County, Riverside, emphasized immediate job placement. ~~Some emphasized immediate job placement. The most successful was the County of Riverside. Los Angeles County adopted the successful Riverside approach, which combined the following practices:~~ (1) Participant

The Grand Jury

earnings greater than when on welfare.  
(2) Sub-group studied, single mothers and family units. Both showed increase in monthly income.

- The most common activities are Job Club and Job Search, operated in a professional, high-expectations environment.
- Quick job entry is encouraged over longer-term education or training, even if the job is relatively low-paying.
- Job developers work with the community to access more job opportunities for participants.

#### FINDINGS:

- GAIN has shown significant increase in job placements (see attached Table).

GAIN is an effective welfare-to-work program.

GAIN should be expanded in Los Angeles County.

GAIN with the Department of Public Social Services should aggressively lobby for funding for expansion of GAIN funding under the new welfare law.

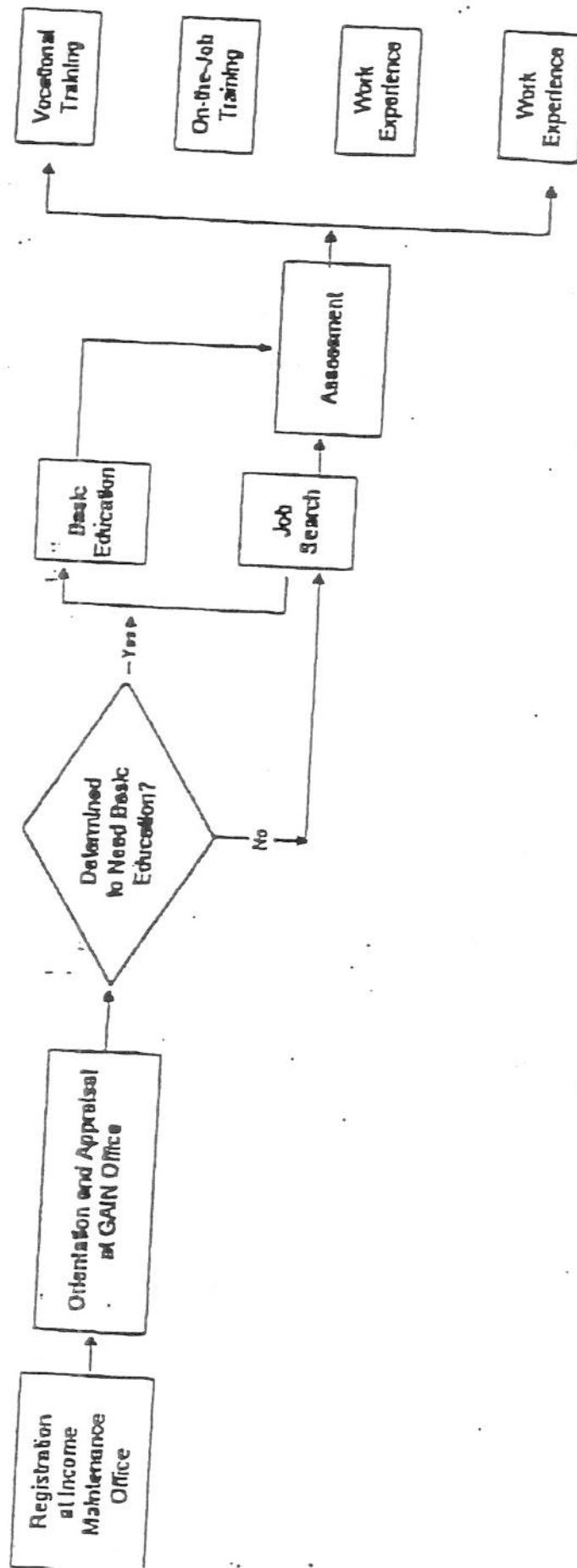
#### RECOMMENDATIONS:

1. The Board of Supervisors and other County officials should urge the Governor of California and the California Department of Public Social Services to secure funding from the Temporary Aid to Needy Families (TANF) block grant from the federal government to Los Angeles County to provide and assure an adequate budget for an expanded GAIN program.

adapted



# LOS ANGELES COUNTY GAIN PROGRAM MODEL



NOTE: Registrants can leave the GAIN program at any point because of employment or deregistration from GAIN for other reasons.



SUGGESTED REVISIONS TO THE GRAND JURY 1996-97 FINAL REPORT

Page Two, First Paragraph

DPSS recommends this paragraph be revised to include the key features of our current "Jobs First" approach. The paragraph should read:

Los Angeles County GAIN's current employment-focused program is called "Jobs-First" and has the following work-first program characteristics:

- GAIN staff and contracted service provider staff stress the importance and value of work to all GAIN clients, at all points in the program flow.
- Quick job entry is encouraged over longer-term education or training, even if the job pays no more than minimum wage, and even for clients who don't speak English.
- The most common activity is job services, where participants are encouraged and given assistance to find immediate employment.
- Job Developers work in each of the regional offices to supplement the job development, job search and placement activities provided in job services.
- Basic education is still offered, but less often than in the past, and it is more short-term and employment focused.
- Program administrators, GAIN staff, and contracted service providers use performance-based contracts and outcome measures, such as the number of job placements, as a primary measure of success.

Page Two, Fourth Paragraph and Top of Page Three

DPSS recommends this paragraph be revised to clearly identify the number of participants in the GAIN program since implementation in November 1988 through May 31, 1996. The paragraph should be changed to read:

In 1994, Los Angeles County GAIN program requested the Manpower Demonstration Research Corporation to evaluate the effects of GAIN and determine whether adopting successful strategies lead to increased program impacts in a large urban area. Since implementation in November 1988, and up to and including May 31, 1996:

- 76,000 participants have entered employment.
- 22,800 participants have successfully completed education and training programs.



- In May 1996, there were 34,200 participants in GAIN.
  - 11,600 participants were assigned to a GAIN activity (i.e., training, education, job services, vocational assessment or work experience). The largest number of these (5,500, or 48%) are assigned to Job IX.
  - 7,700 registrants were involved in the non-compliance process for failure to comply with program requirements (ultimately subject to financial sanctions).
  - 6,100 of the registrants were in the process of completing their initial orientation/appraisal.
  - 1,800 registrants were assigned to a research study control group and do not receive GAIN services.
  - 7,000 registrants were temporarily deferred from participation subsequent to their appraisal, typically for part-time employment, enrollment in other outside training programs, temporary illness, or a family crisis.

#### Los Angeles County GAIN Program Model Chart

The chart in the final report reflects our program model prior to implementation of the "Jobs First" GAIN approach and State regulatory changes (AB1371) which were effective January, 1996. Attached is a copy of the current GAIN Program Flow Process Chart (Attachment V).

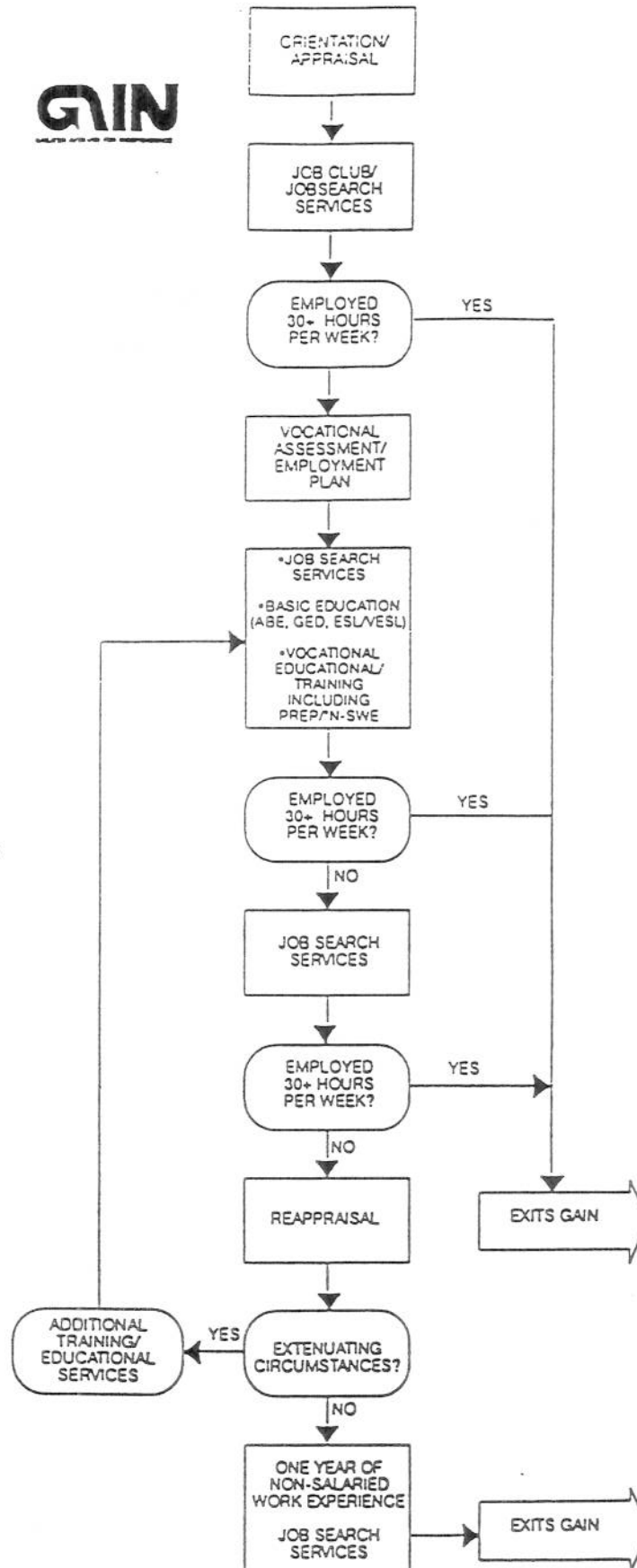




LOS ANGELES COUNTY  
DEPARTMENT OF PUBLIC SOCIAL SERVICES

GAIN PROGRAM PARTICIPANT FLOW PROCESS CHART  
AFDC-FG PARTICIPANTS AND SECOND PARENT IN THE AFDC-U CASE

**GAIN**



\*Non-Salaried Work Experience